ST. JOHN'S URBAN REGION

REGIONAL PLAN

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FOREWORD

BACKGROUND TO THE PLAN

This report contains the text and the map of the St. John's Urban Region Regional Plan, 1976 as approved by the Minister of Municipal Affairs and Housing. The Plan is based upon a Regional Plan which formed part of the St. John's Urban Region Study carried out jointly by the Federal and Provincial Governments in 1973. The Government of Newfoundland and Labrador set up a Commission of Enquiry under the chairmanship of Mr. Alex Henley to examine the Regional Plan and to ascertain the opinions of the general public. The Commission held public hearings throughout the Region in early 1974, following which a revised Plan taking into account the Commission's recommendations and the public's views was prepared by the Provincial Planning Office of the Department of Municipal Affairs and Housing. The revised Regional Plan has subsequently been considered by Provincial Executive Council and approved in the form set out in this volume.

EFFECT OF THE PLAN

The Regional Plan has been approved by the Minister under

Section 60 of the Urban and Rural Planning Act and will provide a policy guideline for the future development of the Region.

The Lieutenant-Governor in Council has made a Regional Development Order, the text of which appears following this foreword, prohibiting all public authorities and all other persons, corporations, partnerships, associations or other organizations whatsoever from taking any action or undertaking any development that conflicts with or is inconsistent with the Regional Plan.

The responsibility for ensuring that the Regional Plan policies are implemented will rest mainly in the hands of the local councils of the Region, who will be expected to prepare detailed Municipal Plans for the areas under their jurisdiction. Many Provincial Government departments will also be involved in implementing the policies of the Plan in their day to day operations in the Region.

The Regional Plan will be revised from time to time as may be necessary to reflect changes in policy and has, by law, to be reviewed every five years.

THE REGION

The Plan applies to whole of the St. John's Urban Region which consists roughly of the entire Northeast Avalon Peninsula north of and including Holyrood and Witless Bay and also including Bell Island.

The Region was declared by the Minister to be a Regional Planning Area on 18 May, 1976 and a notice to that effect was published in the Newfoundland Gazette on 9 July, 1976. A detailed description of the boundary of the Region appears following this foreword, and the Regional Plan Map at the end of the document shows the extent of the Region.

102-03318/

Pursuant to the powers conferred by Section 65 of The Urban and Rural Planning Act, Chapter 387 of The Revised Statutes of Newfoundland, 1970, and of all other powers enabling him in this behalf, the Lieutenant-Governor in Council has been pleased to make the following Order.

Dated at St. John's this 5th. day of August, 1976.

J. G. Channing
Clerk of the Executive Council

O R D E R

1. This Order may be cited as the St. John's Urban Region, Regional Development Order, 1976.

2. This Order applies generally throughout the St. John's

Urban Region, Regional Planning Area declared by the Minister of Municipal Affairs and Housing and described or referred to in the St. John's Urban Region, Regional Plan approved by the Minister of Municipal Affairs and Housing.

3. All public authorities and all other persons, corporations, partnerships, associations or other organizations whatsoever are hereby prohibited from taking any action or undertaking any development that conflicts with or is inconsistent with the approved Regional Plan for the St. John's Urban Region Regional Planning Area.

URBAN AND RURAL PLANNING ACT

CHAPTER 387 OF THE

REVISED STATUTES OF NEWFOUNDLAND, 1970

ST. JOHN'S URBAN REGION REGIONAL PLANNING AREA

DEFINITION OF AREA

Under and by virtue of the powers conferred by Section 57 of The Urban and Rural Planning Act, Chapter 387 of The Revised Statutes of Newfoundland, 1970, and of all other powers enabling me in that behalf, I hereby declare the area herein described to be a Regional Planning Area for the purposes of preparing a Regional Plan under the terms and conditions set out in the aforementioned Act.

The area shall be known as the St. John's Urban Region Regional Planning Area and shall be comprised of all that area within a line commencing at a point at the northern entrance to St. John's Harbour; THENCE in a generally northerly direction following the shoreline of the North East Avalon Peninsula to Cape St. Francis; THENCE in a generally southerly direction following the shoreline of the North East Avalon Peninsula to the Head of South Arm in Holyrood Bay; THENCE following the shoreline of South Arm and North Arm in Holyrood Bay to a point on the northern shoreline of North Arm four thousand four

hundred (4,400') feet more or less northeast of the head of North Arm, being the point at which the boundary of the Town of Holyrood (as defined by an Order dated the 5th. day of March, 1974, and published in the Newfoundland Gazette on the 5th. day of March, 1974) meets the shoreline of North Arm; THENCE following the aforesaid boundary of the Town of Holyrood in an anticlockwise direction to the southwest tip of Old Sea; THENCE North 52° East following the aforesaid boundary of the Town of Holyrood a distance of three thousand (3,000') feet more or less; THENCE North 85° East following the aforesaid boundary of the Town of Holyrood a distance of twelve thousand (12,000') feet more or less; THENCE in a generally easterly direction a distance of twelve thousand (12,000') feet more or less to the northernmost tip of Big Island Pond; THENCE in a generally easterly direction following the northern shoreline of Big Island Pond, Daltons Pond and the stream connecting these ponds with Mobile Big Pond; THENCE in a generally easterly direction following the north shore of Mobile Big Pond, Mobile River and Mobile First Pond to the north end of the dam at the eastern end of Mobile First Pond; THENCE in a generally easterly direction eleven thousand (11,000') feet more or less to the point at which an abandoned railway track crosses the Bay Bulls Highway; THENCE in a generally easterly direction eight thousand (8,000') feet more or less to Ragged Point on the eastern shoreline of the North

East Avalon Peninsula; THENCE in a generally northerly direction following the eastern shoreline of the North East Avalon Peninsula to the point of commencement; together with the whole of Bell Island.

All Bearings being referred to the TRUE MERIDIAN.

The declaration by me defining the St. John's Urban Regional Planning Area dated 1 October, 1973, and published in the Newfoundland Gazette on 27 November, 1973, is hereby rescinded.

Dated at St. John's this 18th. day of May, A.D., 1976.

A. Brian Peckford
Minister of Municipal Affairs and Housing

NOTICE OF APPROVAL

URBAN AND RURAL PLANNING ACT

CHAPTER 387 OF THE

REVISED STATUTES OF NEWFOUNDLAND, 1970

ST. JOHN'S URBAN REGION REGIONAL PLANNING AREA

I, A. Brian Peckford, Minister of Municipal Affairs and Housing, under and by virtue of the powers conferred on me by the Urban and Rural Planning Act, Chapter 387 of the Revised Statutes of Newfoundland, 1970, hereby approve the St. John's Urban Region Regional Plan, 1976, for the St. John's Urban Region Regional Planning Area.

Dated at St. John's this 5th. day of August, 1976.

A. Brian Peckford
Minister of Municipal Affairs and Housing

In the Presence of:

J. T. Allston, M.C.I.P.
Director of Urban and Rural Planning

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THE ST. JOHN'S URBAN REGION PLAN

A. PURPOSE

This Regional Plan consisting of The Regional Plan Map, the following text and Annexes sets out the general nature of future development from 1975-1991 in the St. John's Urban Region, the extent of which is defined on The Regional Plan Map.

When approved by the Minister of Municipal Affairs, this Plan will replace and extend the provisions of the St. John's Metropolitan Area Municipal Plan and its subsequent amendments. The policies of the Plan shall apply to the entire area within the region including unorganized lands and areas with local government.

As such, this Regional Plan will form the framework for subsequent Municipal Plans which shall be prepared from time to time for sub-areas of the region. In areas where secondary level plans are considered unnecessary this Regional Plan will provide the basis for preparing Regulations under the authority of the Urban and Rural Planning Act.

B. OBJECTIVES

The Plan is not conceived of as a rigid blueprint for the future but as a framework for development: it should be subjected to periodic review so that it remains a realistic and up-to-date policy statement guiding current development towards the achievement of the following regional objectives:

1. *To improve the region as a place for living, working and leisure by helping to create a more healthy, safe, attractive and convenient environment.*

2. *To guide the location of new development in the best interests of the entire region.*

3. *To establish a basis for the provision of essential public services to all areas where such services may realistically be provided.*

4. *To develop a clear distinction between the urban and rural parts of the region.*

5. *To prevent development that will require disproportionately costly public services because of location or use,*

and to preserve in its natural state land that should not be developed due to its physical characteristics.

6. To prevent the continuation of 'ribbon development' along the main roads and highways of the region.

7. To co-ordinate the varied pattern of major land uses with transportation facilities required for the efficient movement of people and goods within, to and from the region.

8. To serve as a framework for more detailed Local Area or Municipal Plans that may be prepared for sub-areas of the region.

9. To protect and conserve the limited resources of agricultural land in the region.

10. To protect and conserve appropriate drainage basins designated for use as sources of water supply.

11. To allow for and to encourage the fullest growth and development of individual communities within the Region within limits set by:

a) *the existing and likely future extent of Municipal services;*

b) *the ability of the region to finance the necessary capital works to service such development;*

c) *the need to protect regional resources including agricultural and forest lands, watersheds and scenic resources;*

d) *the need to limit as far as possible heavy capital expenditure on additions to the regional road network to handle commuting and other traffic;*

e) *the amount of infilling possible within presently developed areas;*

f) *the capacity of existing local roads and the need to achieve a desirable level of transportation service;*

g) *the effect of additional population on present school facilities;*

12. *To encourage development to concentrate within defined urban areas.*

13. To recognize the position of St. John's as the region's dominant, business, trade, administrative and cultural centre, but to acknowledge the need to provide a higher than local level of service in certain more highly developed sub-areas of the region.

14. To conserve the rural qualities of the region by discouraging non-rural development outside of areas designated for urban uses.

C. ASSUMPTION

The policies of the St. John's Urban Region which will guide development in the region in the years ahead are based on the assumption that the anticipated growth of the region for the planning of major services is assumed to be from 150,000 to 215,000 - an increase of 65,000 persons. Factors which may cause this assumption to become invalid will require that the Plan be reviewed and, if necessary, amended.

D. BASIS OF THE PLAN

The physical limitations to the urban expansion of St. John's

posed by steep slopes, poor soils, the need to protect water supply sources, agricultural lands, Pippy Park and Torbay Airport all suggest that the future form of development in the region will essentially be a strengthening of the St. John's-Mount Pearl/New Town-Conception Bay axis. An evaluation of alternative ways in which the anticipated population increase can be accommodated within this structure has led to the selection of a concentrated form of development, recognizing the advantages of developing areas adjacent to St. John's as opposed to directing significant additional growth beyond the infilling level to existing settlements outside the present urban area. However, it is intended that communities outside the Regional Centre should be able to develop to the extent possible within the limits described in objective number 11 by means of infilling and by designation where appropriate of a core area in which some development in depth may be possible.

Within this concept of concentration it is the intent of the St. John's Urban Region Plan to ensure that development takes place so that available land may realize its fullest potential, but in such a way that will be of greatest benefit to all members of the community. It is also the intent of the Plan

to ensure that different land uses within the region develop in harmony with each other and that the form and grouping of major land uses shall be as shown on the Regional Plan Map.

The Plan indicates a basic division between urban and rural areas. Within designated urban areas, such services as are specified for each area will be provided within the terms of this Plan. Within the rural parts of the region the general intent of the Plan is to confine development to uses not requiring urban services, to protect the region's natural resources, and to maintain a rural environment. The only development permitted on a small lot basis shall be limited infilling in already developed areas according to the policies of this Plan.

An increasing part of the region's economy in the foreseeable future will be related to the tourist industry. Development policies should ensure the protection and enhancement of the region for year-round recreational use and at the same time ensure that the needs of permanent residents are adequately met.

The transportation network of the region complements this land use concept by providing maximum accessibility to and

from the Regional Centre. The other main transportation objective is to provide good access between the Regional Centre and the local centres.

E. URBAN DEVELOPMENT

The strong focus of the entire region upon the Regional Centre is only slightly reduced on the southern fringes of the region in the Holyrood and Bay Bulls-Witless Bay areas. For most of the region, major employment opportunities, education above junior grades, and major shopping facilities are all concentrated within the St. John's-Mount Pearl area. Only limited provision of these functions is found in the Conception Bay area and on Bell Island.

The concentration of population within the indicated development area suggests the need for secondary level centres to provide for some of the community functions above the local level. The location of such centres depends upon the amount of population concentrated within specific areas. The Mount Pearl/New Town area with an already planned major commercial centre is essentially an extension of St. John's itself and is therefore considered as part of the Regional Centre. The

location of the Topsail-Manuels area, however, suggests its suitability as a regional sub-centre, while the second centre, because of its isolation from the rest of the region, must of necessity be on Bell Island.

From this basic form, 'fingers' of development extend through Kilbride towards the Goulds area and along Torbay and Middle Cove Roads towards Torbay. Particularly, in the former area it is felt necessary to limit urban development beyond Kilbride to infilling in order to protect the prime agricultural land to the south.

The remaining settlements such as Holyrood, Bay Bulls-Witless Bay, Portugal Cove, Pouch Cove and Petty Harbour will serve as local centres in the hierarchy, with their growth dependent upon local servicing feasibility and physical constraints to development.

(a) The Regional Centre

Policy

Within the area designated as the Regional Centre, which

represents urban St. John's and its immediate environs, the entire range of urban uses shall be permitted on the basis that piped water, sewage collection, storm drainage, paved roads and street lighting will all be provided.

These uses shall include the full range of various residential densities, regional, local and highway commercial facilities, heavy and light industrial uses where appropriate, all types of institutional and park facilities, the full range of educational and cultural facilities and the wide variety of other activities commonly associated with a major metropolitan centre.

The Plan particularly states the desire of encouraging in the downtown area those functions that depend on maximum face-to-face contact between individuals and where physical services and transportation facilities can support the concentration of such activities. At the same time it is important that the unique character of St. John's not be adversely affected by new developments that are incompatible with the old City.

Policy

The policy of the Plan is to encourage major retail, office,

hotel, and trade facilities to locate in downtown St. John's while ensuring that such development is compatible with the present character of the City and does not adversely affect its unique urban form.

For the purpose of this Plan, certain areas have been included within the Regional Centre even though outside the actual City limits in 1971. These areas are effectively natural extensions of the City that are to be supplied with full urban services. Included in this category are the north and south expansion areas, Mount Pearl and the New Town and the Shea Heights and Kilbride areas.

Policy

The detailed development of the Regional Centre shall be carried out through the preparation and adoption of primary and secondary plans which shall conform to the basic structure established in this Regional Plan. Such local plans shall define detailed development policies for different types of land use and may define areas within the Regional Centre that should not be developed for one reason or another.

(b) The Sub-Regional Centres

The sub-regional centres of Conception Bay South and Wabana are conceived of as being supportive and complementary to the Regional Centre upon which they rely for certain functions.

Policy

The detailed development of the sub-regional centres of Conception Bay South and Wabana shall be carried out through the preparation and adoption of local plans for each area which shall conform to the basic structure established in this Regional Plan.

1. Conception Bay South

The full development of the Conception Bay South area as a sub-regional centre must necessarily await the installation of essential urban services, none of which presently exist. When these services are in operation, infilling can proceed.

Once it has been established that the maximum level of possible infilling in a specific part of the Conception Bay

South area has been achieved, then the development of additional areas may be permitted provided they are within the urban service area designated on the Regional Plan Map and provided such development is accompanied by full urban services.

The key to effective development of the Conception Bay area is the construction of a new road to bypass the Conception Bay Highway. Such a road should have a limited number of access points as indicated generally on the Regional Plan Map.

Policy

The Conception Bay South area shall be encouraged to develop the range of local services consistent with the anticipated size of the community. Permitted uses of land, once municipal services are installed, shall therefore include a wide range of residential densities; sub-regional, local and highway commercial facilities; parks and community facilities, elementary and high school facilities and other uses characteristic of the area's position as a secondary level centre of development.

2. Wabana

The designation of Wabana as a sub-regional centre derives from

its position on Bell Island and the need to provide locally a full range of educational and community facilities.

Further study of the economic potential and future of Bell Island will be carried out which will provide the basis for a Municipal Plan for the Town of Wabana.

Policy

Wabana shall be encouraged to develop the range of local services consistent with the anticipated size of the community as determined by further study. Permitted uses of land shall include residential development, sub-regional and local commercial facilities, parks and community facilities, elementary and high school facilities and other uses necessitated by the town's detached role in relation to the rest of the Region.

(c) The local centres

Local centres designated on the Regional Plan Map are existing communities where the extent of present development is such that essential public services must be supplied. In these areas first

priority must be given to the provision of a piped water supply and sewage collection facilities.

Policy

The detailed development of the local centres designated on the Regional Plan Map shall be according to the policies defined in Local Area or Municipal Plans that may be prepared from time to time. Such plans shall conform to the following guidelines:

i) The local centres shall be able to develop to the fullest extent possible within the areas shown on the Regional Plan Map consistent with the constraints set out in objective No. 11.

ii) Within the local centres, residential uses shall generally be of a low density nature with a continuing predominance of single family dwellings. Consistent with the size of most of the local centres and the policies of educational authorities in the region, school facilities may be limited to the junior grades.

iii) Commercial uses shall be limited to those of a local

nature but may include both retail and highway commercial functions, where such uses are deemed desirable. Industrial activities shall generally be limited to those of a specialized local nature such as the fishing industry. Other small scale industries providing local employment to a small number of persons may also be considered appropriate.

iv) Two prime aims in the local centres will be to encourage the infilling and consolidation of presently semi-developed areas once essential public services to existing development are installed and to develop improved local road systems so that better circulation of traffic may be facilitated.

v) The Local Area and Municipal Plans shall recognize and define, where applicable, a core area or areas within which higher density development and development in depth may be possible.

vi) Two levels of service may be provided in the local centres depending upon local conditions: one area within which water and sewer and full municipal services would

eventually be installed would form the heart of each such local centre. Outside of this would be an additional area of somewhat lower density development within which a lesser standard of services would be required. The Regional Plan Map indicates the wider limit as the 'local centre' boundary.

F. NON-URBAN DEVELOPMENT

Open space for agriculture, forestry, recreation and other uses in the St. John's Region will become increasingly important in the years ahead and it is, therefore, necessary that recommendations concerning the designation of land for various types of open space uses be made together with policies for the development of such areas.

(a) Agricultural and Forestry Uses

One of the assumptions of the Regional Plan is that it is desirable to protect the limited amount of agricultural and forest land in the region for continued agricultural and forestry purposes.

Insofar as this is possible by land use control, certain policies

should be followed. However, if the permanent protection of certain prime agricultural land is considered justifiable, then a land-purchase program should be initiated by the provincial government.

Policy

Within areas designated for Agricultural and Forestry Uses on the Regional Plan Map, the policy of this Plan shall be to restrict development to uses related directly to agriculture or forestry uses together with the homes of people engaged in such activities. A Forest Management Scheme shall be prepared and implemented by the Department of Forestry and Agriculture for the land designated on the Regional Plan as Productive Forest. No permits for any development in these areas shall be issued without the approval of the Department of Forestry and Agriculture and when a Forest Management Scheme has been prepared it shall be made to form part of this Plan.

In areas designated on the Regional Plan Map as Protection Forest and Agriculture, Protection Forest and Watershed Protection and Protection Forest and Public Open Space, the forest cover shall be retained and developed to the maximum extent consistent with the areas primary designation for Agricultural, Watershed

Protection or Public Open Space uses.

The Department of Forestry and Agriculture should investigate and report upon the feasibility of purchasing key parcels of land, particularly in the Goulds area, in order to ensure their continued agricultural use.

Feed lots for cattle, pigs and poultry shall be permitted as an agricultural use provided that new livestock or poultry buildings, feed lots and waste storage facilities shall be sited with due regard to their effect on adjacent uses and in accordance with such standards as may from time to time be determined by the Department of Provincial Affairs and the Environment.

(b) Rural Uses

This designation makes provision for the demand for residential and other forms of development in the rural areas. The main objective is to provide for such demand while still retaining the qualities of a rural environment.

The Regional Plan recognizes that not everyone wants to live close to their neighbours, and that some people value an area

of open space around their home more than the availability of piped water supply and sanitary sewers. At the same time, many such people wish to obtain their living not directly from the land but from work in the regional centre.

Policy

The uses permitted in the rural areas designated on the Regional Plan Map shall be limited to include:

i) agricultural, forestry and conservation uses;

ii) golf courses, private clubs and public or private recreational uses characterized by large areas of open space provided they do not detract from the rural character of the area;

iii) residential, commercial or industrial development according to the particular provision of this section.

In order to retain existing rural qualities, Development Regulations based directly on the policies contained in the Plan shall be adopted by the authorities having jurisdiction

establishing the standards and conditions which shall govern development within rural use zones and such standards and conditions may vary from one part of the region to another. 'Strip' or 'ribbon' development shall not be permitted along the major roads and highways of the region. The only exceptions shall be infilling in presently developed areas along local and collector roads, provided that inadequate drainage conditions are not aggravated and that a satisfactory water supply and means of sewage disposal can be provided to the satisfaction of the Department of Health. No further residential development shall be permitted to have direct access onto any designated arterial or major arterial road indicated on the Regional Plan Map.

The density of residential development shall not be permitted to exceed that which may be considered to be inconsistent with the traditional rural use of the area concerned or that which could conceivably lead to a requirement, on public health grounds, for the installation of municipal services.

The Plan anticipates that commercial and services uses such as service stations, motels and similar uses may from time to time seek to establish in the rural area. Such locations are not

predictable and, in considering such uses, due regard shall be paid to the possible impact on adjacent residential uses and appropriate conditions regarding setbacks and buffering and limitations on access to roads and highways which shall be set out in the Development Regulations. Such uses may be permitted on Arterial or Collector Roads defined in the Regional Plan Map provided that:

a) they primarily serve the needs of the rural area or the travelling public;

b) they conform to all requirements of the Department of Highways;

c) where possible, they are located in groups and not scattered along roads such that ribbon development is encouraged;

d) dwelling units for the residential owner/operator either as single family detached units or in the second storey of the commercial use (except for automobile service stations) shall also be permitted;

e) access points to and from the highway shall be limited

to curb ramps at selected points and shall be limited in number;

f) lighting poles and other surface utilities shall be carefully sited and advertisements shall be in keeping with good design and highway safety practices in order to maintain the appearance and safety of the area;

g) adequate off-street parking and off-street loading facilities shall be provided;

h) adequate buffering shall be provided between the proposed commercial use and any adjacent residential uses. Such buffering in the form of a strip of land shall be devoted to no other purpose than landscaping.

Certain industrial uses such as sand and gravel extractive operations, asphalt and concrete plants, servicing of agricultural equipment, etc. may be established in the rural area in accordance with standards established in the Development Regulations provided that:

a) it is clearly demonstrated that a rural rather than an urban location is necessary for the proposed industrial operation;

b) *no municipal services are needed;*

c) *the amenity of the surrounding rural areas are adequately protected;*

d) *adequate open space is provided around any industrial use so that a buffer of trees, shrubs or fencing is provided;*

e) *all such industrial sites shall front on public roads and they shall have only a limited number of openings for vehicle exits and entrances;*

f) *any proposed industrial location shall be subject to approval by the Department of Health.*

Upon completion of studies of the geological resources of the St. John's Region, the Regional Plan shall be amended to define the areas to which the quarrying of sand, gravel and other surface deposits shall be limited.

Where the continued use of existing pits and quarries is considered compatible with other uses permitted in the Regional

Plan, such sand and gravel operations shall be recognized in the Development Regulations implementing this Plan.

Until such time as areas for sand and gravel quarrying operations are defined in the Regional Plan, applications for such quarrying operations shall be considered only after taking into account the need to preserve scenic beauty and to generally restrict extractive operations to areas not exposed to public view. The following policies shall also be adhered to:

a) *Effective tree screens shall be maintained around the periphery of any area to be mined or quarried.*

b) *Topsoil removed prior to or in the course of the mining or quarrying operation shall be retained for restoration of the site.*

c) *Upon completion of mining and quarrying operations, and when there is no intention to re-open such operations, all buildings and machinery shall be removed from the site and the site restored so as not to constitute a danger to the public or present an unsightly appearance.*

d) *All mining or quarrying operations shall be conducted so that no danger or nuisance is caused to the public.*

e) *No mining or quarrying operation shall take place within the view of a designated scenic road.*

The development of summer cabins shall be confined to infilling in already developed cabin areas. No new summer cabin areas shall be defined unless this Plan is amended to specifically allow this.

No releases of Crown land for summer cabin development shall be permitted within the St. John's Region unless they can be defined as infilling in existing summer cabin areas under the policies of this Plan.

Although not wishing to encourage the conversion of existing seasonal dwellings to year-round use, the Plan recognizes that pressure for such conversions exists in areas close to the urban centre. Conversions to seasonal dwellings shall only be made to dwellings which can meet the standards of building construction required by the National Building Code.

(c) Restricted Development

This designation includes all lands that should be kept free of development mainly because of physical constraints. The designation has been applied to areas with organic or very wet soil conditions, steeply sloping lands, significant watercourses and other areas where environmental hazards may exist if development occurs.

Policy

Lands designated as Restricted Development are intended primarily for preservation and conservation of the natural environment. Such uses as agriculture, outdoor recreation, nursery gardening, forestry and conservation shall be permitted. In addition, public or private parks or other outdoor recreation functions such as golf courses, hunting and fishing shall also be permitted. No buildings nor the placing nor removal of fill of any kind, whether originating on the site or elsewhere, shall be permitted in areas subject to periodic flooding or physical limitation. It is recognized that the lands so designated by their nature are to be managed in such a fashion as to complement adjacent land uses and protect them from any physical hazards or their effects.

Where land designated as Restricted Development is under private ownership, the Plan does not imply that this land will necessarily remain as such indefinitely nor shall it be construed as implying that such areas are free and open to the general public or will be purchased by any public agency.

An application for the redesignation of restricted development lands for other purposes may be given due consideration after taking into account:

a) the existing environmental and/or physical hazards.

b) the potential impacts of these hazards.

c) the proposed methods by which these impacts may be overcome in a manner consistent with accepted engineering techniques and resource management practices.

(d) Public Open Space

Certain key areas in the region should be preserved solely for public use. Such areas include existing provincial or national parks, proposed new ones or extensions to existing parks.

These areas include Signal Hill Park, C. A. Pippy Park and its control area, Butterpot and Cochrane Pond Provincial Parks, Cape Spear and the proposed provincial park south of Petty Harbour.

Policy

The only uses permitted in Public Open Space areas are those directly related to the publicly-oriented function conceived for each park.

In the C. A. Pippy Park and its control area, governmental, educational, residential and other institutional uses shall be permitted, consistent with the concept established for the area in the C. A. Pippy Park Master Plan.

In areas designated on the Regional Plan Map as Protection Forest and Public Open Space, the forest cover shall be retained and developed to the maximum extent consistent with the area's primary designation for Public Open Space uses.

(e) Watershed Protection Areas

To protect sources of domestic water supply within the region,

several areas have been designated for watershed protection.

Policy

The policy in Watershed Protection Areas is to allow the continuance of existing development where the quality of the water area is not adversely affected and to allow limited enlargement of existing dwellings subject to the approval of the Department of Health, the Department of Provincial Affairs and the Environment and other related departments.

No new development other than as indicated above shall be permitted in any Watershed Protection Area.

In areas designated on the Regional Plan Map as Protection Forest and Watershed Protection, the forest cover shall be retained and developed to the maximum extent consistent with the area's primary designation for Watershed Protection uses.

G. SPECIAL POLICIES

(a) Major Industrial Uses

Certain areas have been identified by the St. John's Metropolitan

Area Industrial Study as having definite industrial potential of a fairly major nature. Not included in such areas would be small and mixed commercial-industrial developments. Accepting the basic recommendations of the Industrial Study, one of the main objectives of the Regional Plan is to ensure that areas particularly suited for Major Industrial Uses are not lost to other types of development.

Policy

Within areas designated for Major Industrial Uses on the Regional Plan Map, industrial, warehousing and wholesaling activities shall be permitted within the context of a detailed plan outlining how each area should be developed and how transportation connections to arterial roads would be provided. In the meantime, agricultural, recreational and other uses shall be allowed in such areas provided no new permanent buildings are built.

The establishment in industrial areas of commercial uses that are incidental to and associated with industrial uses such as offices, showrooms and wholesale outlets may be permitted.

Other commercial uses such as automobile service stations,

public garages, banks and restaurants and other uses which are clearly of service or benefit to the industrial area may also be permitted provided they do not prevent the satisfactory development of the area for industrial purposes.

Residential uses shall not be permitted in any industrial area except for a dwelling for an essential workman or caretaker and his family.

The amenity of surrounding non-industrial areas shall be protected by keeping noises, fumes and any hazardous aspects of industrial operations as far as possible from the property lines dividing the industrial and non-industrial areas.

(b) Torbay Airport

Notwithstanding the land use designations on the Regional Plan Map and any other policies of this Regional Plan, the following special provisions shall apply within the vicinity of Torbay Airport:

i) No development shall infringe the height limitations in the vicinity of Torbay Airport unless otherwise approved by the Ministry of Transport.

ii) No development shall be permitted in the vicinity of Torbay Airport that would, in the opinion of the Ministry of Transport, pose a danger to the operation of aircraft by interfering with navigational aids or telecommunications equipment.

iii) Within the noise zones indicated on Annexe I (Noise Exposure Forecast Values) decisions upon permitting development shall in the first instance have regard to the policies set out elsewhere in this Plan according to the designation of the area in which they are to be located and, in addition, the policies set out in Annexe II of the Plan shall be used as guidelines.

Within the area designated 'Airport' on the Regional Plan Map development shall be limited to uses associated with the operation of the airport and to which the Ministry of Transport have no objection.

H. TRANSPORTATION

The transportation network forms the backbone of the Regional Plan; it is the component that ties all the parts together.

The transportation policies of the Regional Plan have been developed in conjunction with the land use policies and the transportation plan is incorporated on the Regional Plan Map providing for the following classes of roads:

Major Arterial
Arterial
Collector
Scenic
Local

Major Arterial Roads

Major arterial roads accommodate large volumes of traffic at high speeds under free-flow conditions.

Policy

To provide optimum mobility for through traffic, direct service to adjacent lands shall be completely eliminated or controlled through proper access design. Parking and unloading of goods shall not be permitted.

Arterial Roads

Arterial roads are also intended to move large volumes of traffic at medium to high speeds. The major distinction between this class and the Major Arterial is in the control of access.

Policy

Direct vehicular access to abutting lands may be restricted or eliminated, particularly in areas of intensive development and in undeveloped areas where the lack of other road service would encourage strip development.

Urban Arterial streets perform a secondary function of servicing adjacent properties. The amount of access permitted to such properties should not interfere with the primary function of moving through traffic. Pedestrian traffic may be permitted, provided sidewalks are constructed and crossing controls are installed.

Collector Roads

Collector roads collect traffic from local roads and feed it

to arterials, or distribute it from the arterial or local network.

Policy

Collector streets provide both traffic service and land service and full access to adjacent properties shall be permitted.

Local Roads

The only traffic service function of a local road is to allow vehicles to reach the frontage of properties from the main highways.

Policy

Direct access shall be allowed to all abutting properties. Local roads may be residential, commercial or industrial, depending on the predominant use of the adjacent land.

Scenic Roads

Scenic roads are intended to provide both traffic service and

access but the principle behind the development of such roads is to develop leisurely routes where scenic potential is of greater importance than the speed of traffic and optimum grades.

Policy

The design of scenic roads should incorporate frequent places where motorists can stop and park as well as provision for picnic sites and toilet facilities.

Special attention shall be given to treatment of the natural landscape. Clearing of trees in some areas to open up views may be initiated as well as planting in areas where additional vegetation is necessary. In general, every effort should be made to retain the landscape in its natural form.

Where views of communities and other features of historic or special tourist interest are encountered, consideration shall be given to erecting signs indicating and describing such features.

Advertising signs shall be strictly controlled along scenic routes and the only such signs permitted shall be those indicating the business carried out on the property on which the

sign is located. No billboards shall be permitted on designated scenic roads.

Applications for building or development permits along scenic roads shall be required to meet all appropriate provisions of this Plan affecting the land use in the particular area, and in addition, special attention should be given to the following:

i) The location of any buildings and their setback from the highway in relation to the scenic attractiveness of the area.

ii) The exterior design of any buildings.

iii) Limitations on outdoor storage of materials.

No extraction of sand or gravel or other quarrying shall take place within the view from a scenic road.

I. EDUCATION

It is essential that the planning of school facilities be integrated with the Regional Plan. Present policy to close small outdated schools in outlying communities and to centralize facilities in major centres is consistent with the basic structure of growth envisaged by the Plan, but this policy should not involve an undue amount of transportation of students.

Policy

A Regional Education Plan based on these principles shall be prepared by the Department of Education and the School Boards and when complete to the satisfaction of the Department and the Boards, shall be made to form a part of this Regional Plan.

J. IMPLEMENTATION

The Regional Plan is intended to form the overall framework for development within the St. John's Region. When the Regional Plan has been approved, it shall form the framework within which local plans in the region are prepared.

Policy

The general policies set out in this Plan will be refined and amplified to apply to individual local areas, as follows:

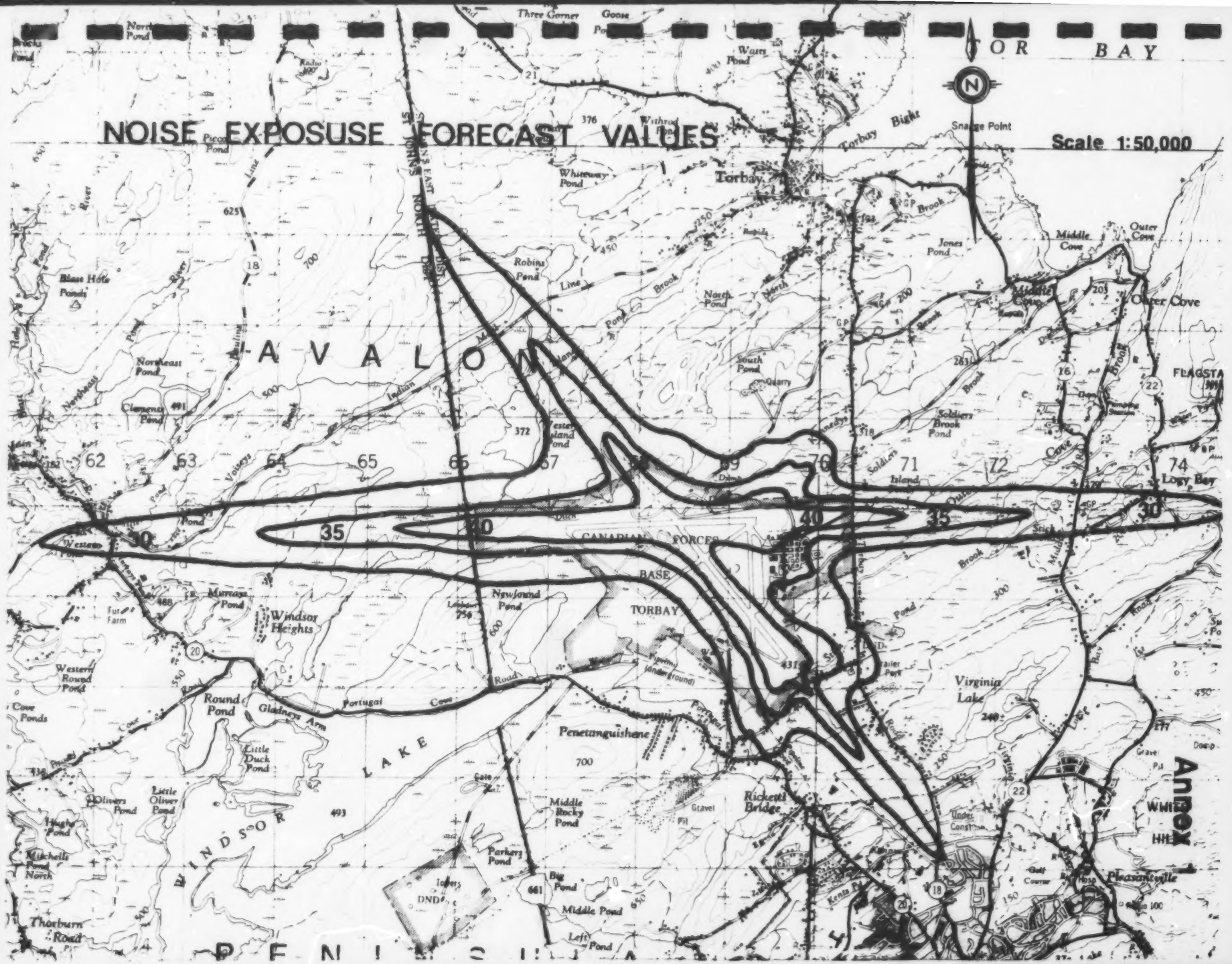
1. It is intended that detailed plans made in accordance with the requirements of the Urban and Rural Planning Act and to amplify the provisions of the Regional Plan will eventually be drawn up to cover much of the region. They shall be required for areas where major development or redevelopment is to take place before any major public works are undertaken.

2. The general policies of the Regional Plan may be varied and the land use pattern modified in the detailed plans to suit the particular circumstances involved provided that the general intent of the Regional Plan is maintained.

Within the local areas covered by detailed plans, such plans shall form the basis of Development Regulations necessary for implementation, while in remaining parts of the region Development Regulations shall be based directly on the policies contained in this Plan.

Only those plans of subdivision shall be recommended for

approval which comply with the proposals of this Regional Plan and which, to the satisfaction of the approving authorities, can be supplied with adequate public utilities and services as required by this Plan.


NOISE EXPOSUSE FORECAST VALUES
Scale 1:50,000
TOR BAY
AVALON
PENINSULA
CANADIAN FORCES BASE TORBAY
Windsor Heights
Round Pond
Western Round Pond
Penetanguishene
Virginia Lake
Richetts Bridge
Pleasantville
Torbay
Outer Cove
Middle Cove
Logy Bay
FLAGSTA
Snagge Point
Torbay Bight
Portugal Cove
Gladneys Arm
Windsor Lake
Middle Rocky Pond
Big Pond
Middle Pond
Left Pond
Parkers Pond
Thorburn Road
Mitchells Pond North
Oliver Pond
Little Duck Pond
Cove Ponds
Robins Pond
Whiteway Pond
Jones Pond
North Pond
South Pond
Soldiers Brook Pond
Soldiers Brook
Northeast Pond
Clarenes Pond
Blast Hole Ponds
Newfound Pond
Murrays Pond
Annex
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ANNEXE II

COMPATIBLE LAND USE TABLE

Aircraft Noise Considerations Only

No - Indicates that new construction or development of this nature should not be undertaken

A - This particular land use may be acceptable in accordance with the appropriate note and subject to the limitations indicated therein.

Yes - The indicated land use is not considered to be adversely affected by aircraft noise and no special noise insulation should be required for new construction or development of this nature.

Noise Exposure Forecast Value	Over 40	40-35	35-30	Below 30
Response Area	1	2	3	4
Land Use				
1. RESIDENTIAL				
Detached and Semi Detached	No	No	B	A
Town Houses, Garden Homes	No	No	B	A
Apartments	No	No	B	A
2. PUBLIC				
Schools	No	No	D	C

Noise Exposure Forecast Value	Over 40	40-35	35-30	Below 30
Response Area	1	2	3	4
Churches	No	No	D	C
Hospitals	No	No	D	C
Community Centres	No	No	D	C
Auditoriums	No	No	D	C
Libraries	No	No	D	C
Cemeteries	Yes	Yes	Yes	Yes
3. COMMERCIAL				
Offices	F	E	D	Yes
Retail Sales	F	D	Yes	Yes
Restaurants	F	D	D	Yes
Indoor Theatres	No	G	D	Yes
Hotels and Motels	No	F	G	Yes
Parking Lots	Yes	Yes	Yes	Yes
Gasoline Stations	Yes	Yes	Yes	Yes
Warehouses	Yes	Yes	Yes	Yes
Outdoor Sales	E	K	Yes	Yes
4. INDUSTRIAL				
Factories	I	I	Yes	Yes
Machine Shops	I	I	Yes	Yes
Rail Yards	Yes	Yes	Yes	Yes
Ship Yards	Yes	Yes	Yes	Yes
Cement Plants	I	I	Yes	Yes
Quarries	Yes	Yes	Yes	Yes

Noise Exposure Forecast Value	Over 40	40-35	35-30	Below 30
Response Area	1	2	3	4
Refineries	I	I	Yes	Yes
Laboratories	No	D	Yes	Yes
Lumber Yards	Yes	Yes	Yes	Yes
Saw Mills	I	I	Yes	Yes
5. MUNICIPAL UTILITIES				
Electric Generating Plants	Yes	Yes	Yes	Yes
Gas and Oil Storage	Yes	Yes	Yes	Yes
Garbage Disposal	Yes	Yes	Yes	Yes
Sewage Treatment	Yes	Yes	Yes	Yes
Water Treatment	Yes	Yes	Yes	Yes
Water Storage	Yes	Yes	Yes	Yes
6. RECREATIONAL - OUTDOOR				
Athletic Fields	No	J	K	Yes
Stadiums	No	No	K	Yes
Theatres - Outdoor	No	No	No	H
Racetracks - horses	No	K	K	Yes
Racetracks - auto	Yes	Yes	Yes	Yes
Parks and Picnic Areas	No	K	Yes	Yes
Fairgrounds	K	K	Yes	Yes
Golf Courses	Yes	Yes	Yes	Yes
Beaches and Pools	Yes	Yes	Yes	Yes
Tennis Courts	No	K	Yes	Yes
Playgrounds	K	K	Yes	Yes

Noise Exposure Forecast Value	Over 40	40-35	35-30	Below 30
Response Area	1	2	3	4
Marinas	Yes	Yes	Yes	Yes
Camping Grounds	No	No	No	H
7. TRANSPORTATION				
Highways	Yes	Yes	Yes	Yes
Railroads	Yes	Yes	Yes	Yes
Shipping Terminals	Yes	Yes	Yes	Yes
Passenger Terminals	D	Yes	Yes	Yes
8. AGRICULTURAL				
Crop Farms	Yes	Yes	Yes	Yes
Market Gardens	Yes	Yes	Yes	Yes
Plant Nurseries	Yes	Yes	Yes	Yes
Tree Farms	Yes	Yes	Yes	Yes
Livestock Pastures	M	Yes	Yes	Yes
Poultry Farms	L	L	Yes	Yes
Dairy Farms	M	Yes	Yes	Yes
Feed Lots	M	Yes	Yes	Yes

EXPLANATORY NOTES

It is important to understand that the locations of the lines between noise zones cannot be fixed exactly.

A. A marginal zone exists near the 30 NEF where aircraft noise may begin to annoy some residents. It is recommended that developers be made aware of this fact and that they undertake to so inform prospective tenants or purchasers of residential units. In addition, it is suggested that development should not proceed until the noise environment is assessed and it is established what noise control features, if any, should be included in the building design.

B. The developer should be made aware of the noise problem and he should be required to relay this information to all prospective tenants or purchasers of residential units. Moreover, construction should not take place unless a detailed analysis of noise requirements is made and the required noise control features are included in the building design.

C. It is advisable that these facilities not be located

close to the 30 NEF. However, should a decision be made to proceed with this type of development, it is strongly recommended that the restrictions outlined in Note D be applied.

D. These uses should not be approved unless a detailed analysis is conducted to determine the noise reduction requirement for the development being considered, and the needed noise control features are included in the building design.

E. When associated with a permitted land use, an office may be located in this zone provided that all relevant factors are considered, and a detailed analysis is conducted to establish the noise reduction features required to provide an environment suited to the specific office function.

F. This specific use may be permitted only if related directly to aviation oriented activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in the building design.

G. Generally these facilities should not be permitted in

this zone. However, where it can be demonstrated that such a land use is the most appropriate in a specific instance, construction may proceed provided that a detailed analysis is made for the development in question, and needed noise control features are included in the building design.

H. It is advisable that this use not be located close to the 30 NEF contour. Prior to construction a detailed noise analysis is recommended.

I. Many of these uses would be acceptable in all NEF zones. However, an analysis should be conducted to establish the levels of internally generated noise, acceptable noise levels in the working area, and the degree of sound-proofing required.

J. Undesirable if there is spectator involvement.

K. It is recommended that serious consideration be given to an analysis of peak noise levels and the effects of these levels on the specific land use under consideration.

L. The construction of covered enclosures should be undertaken if this use is to be permitted.

M. Research has shown that animals condition to high noise levels. However, it is recommended that peak noise levels be assessed before this use is allowed.